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Teachers For Our Big City Schools

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There was a teachers' strike in New York in 1963 that lasted one day and was headline news everywhere. However, a more subtle teachers' strike, nation-wide in scope, has been going on for years. It cannot be ended by a court injunction, for it consists of the refusal of experienced teachers to remain in difficult schools and of new teachers to accept appointments to them.

In every large city across the country, schools in depressed areas are not adequately staffed with competent teachers. Finding ways to recruit, prepare and retain the thousands of teachers our cities must have is clearly one of the most pressing problems of contemporary American education.

Many school systems have adopted emergency measures to get teachers, but the shortage persists. We have to understand the factors that have helped create our present difficulties, and be ready to institute such a many-faceted program as the following:

1. Using laboratory schools and affiliated schools as laboratories for urban teacher education.
2. Pointing teacher education toward urban teaching.
3. Devising new patterns of teacher education for urban schools.
4. Preparing liberal arts college graduates for urban teaching.
5. Encouraging more in-migrant youth to go to college to prepare for teaching.
6. Making optimum use of new instructional media in city schools.
7. Fostering greater cooperation between schools and universities.
8. Modifying the procedures for appointing teachers and administrators to urban schools.
9. Helping the inexperienced urban teacher.
10. Improving teacher morale in urban schools.
11. Revising the basis for in-service education.

In America today there is a tremendous population movement to the West, to the North, to the new space age centers in the South, and, all across the country, from the cities to the suburbs. Each of these movements presents educational problems of sizable dimensions.

We shall get a distorted picture of schools in the big cities if we think of them as being schools for only the in-migrants* and the educationally handicapped. Actually, this illusion exists simply because the big cities are so big that they have more of everything: they have many exceedingly capable teachers and they also have a great teacher shortage; they have many highly motivated students as well as many who are seemingly

*An in-migrant is a person who has moved into an area from another part of the United States, including Puerto Rico.

indifferent to learning; they have many talented children, many emotionally disturbed children and many in-migrant children. In fact, they have so many more children of every kind that they have more problems to solve and, also, a greater need and opportunity to devise special programs for solving them.

In a sense, the problems which our big cities are facing are not new. The cities have long been the first settling place for immigrants who came to America. In turn, the immigrants made these cities great. What would any of our big cities be without its immigrants and the descendants of immigrants? Even the difficulties that confront teachers working with recently arrived Southern Negroes or Puerto Ricans sound familiar. As each new wave of immigrants came to this country, those Americans who were already living here often remarked that the new immigrants were not as easily assimilated as were the ones who had come earlier. Yet there are differences that are sometimes so great that they make the whole picture seem like a new one.

Differences Between the Educational Problems Presented By the In-Migrants and the Earlier Immigrants. 1. Our new population today consists not so much of strangers coming from another country as of Americans whose families have been citizens for generations. Because they are Americans who can vote, the ballot gives them a political power which immigrants did not have. However, we are unwilling to wait for the years it took to acculturate the earlier immigrant. We now want to achieve in months the kind of assimilation which previously took years.

2. When we had large numbers of immigrants arriving years ago, the schools opened their doors to all who wanted to attend. Taking advantage of the educational opportunities which were provided, many immigrant children became leaders in our learned professions and in every other aspect of American life. Even then, however, there were slow learners; there were reluctant learners, and there were those who were not interested in learning anything the school was ready to teach. For these children, permission to go to work was available in early adolescence. Today, by contrast, we do not permit our young adolescents to leave school, and the youth who is legally old enough to go to work finds that there are few openings for the uneducated and the unskilled.

3. Unlike the immigrant of old who tended to settle among his kinsmen and then stayed in that community for years before moving to other parts of the city and then to the suburbs, today's in-migrants are much more mobile. It is the rare in-migrant youngster who stays in a single elementary school until he is graduated. There are elementary

schools in which the rate of pupil turnover is more than one hundred per cent in the course of a school year, so that the teacher who greets the class at the beginning of the school year may not see any of these youngsters at the end of the year. One of the consequences of such rapid pupil turnover is that the very child who needs the security of a stable school environment is denied it; and teachers lose contact with the youngster just as they are beginning to understand him. This mobility, moreover, makes it difficult for in-migrant neighborhoods to develop the indigenous leadership and the various patterns of self-help that played so important a role in the acculturation of the immigrant.

4. The increasing opposition to *de facto* segregation in the city schools means that virtually all of the city schools, rather than only some of them, now have to deal with the education of the in-migrant as well as the schooling of others in the community. In fact, as suburban communities increasingly become integrated, they, too, will have to face the educational problems that now concern the cities. Alan B. Wilson has demonstrated that the socio-economic level of a school's population has a marked effect upon the individual pupil's educational ambitions. School integration should lead to raising the educational sights of in-migrants and not to lowering the ambitions of other pupils.

5. Today, the schools have more students and more to teach them than ever before. At the same time, they must do so with fewer teachers and less money than necessary. Moreover, the rate at which our present knowledge of the world is increasing requires students to continue learning after their school days are over. The schools, therefore, have a twofold assignment: while they are making appropriate provision for students who need a demanding and stimulating curriculum, they must also take care of the slow and reluctant learners.

6. The schools in virtually every large city are handicapped by financial difficulties. The city treasury is often so hard pressed to meet the need for urban renewal and the increased social welfare cost of dealing with large numbers of families who need help, that there is not enough money available to expand the school facilities to the necessary extent.

The Stereotype of the In-Migrant. In-migrants are often discussed as if they were all alike. They are expected to fit into the stereotype of a Southern Negro who is illiterate and uninterested in education, and who comes from a broken home which offers little parental guidance or love and practically no encouragement to attend to school work. Like all stereotypes, this one, too, is fallacious.

There are a great many Southern Negroes among the in-migrants, but the in-migrant group also includes Southern Whites and Puerto

Ricans -- and there are many Southern Negroes, Southern Whites, and Puerto Ricans in our schools who are not recently arrived in-migrants. Some in-migrant children do come from families where there is little parental supervision and little encouragement for the youngster's interest in academic activities, but these conditions are also found among some middle-class white families.

On the other hand, there are many in-migrant families in which parental supervision and encouragement is higher than is common among the middle-class white group. We have found that there are many in-migrant children whose potential ability remains undiscovered because their scores on standardized intelligence and achievement tests are spuriously low as a result of language difficulties or lack of experience with standardized tests. Of course, there are also instances in which low scores indicate that specific children are, in fact, dull.

While it is helpful to know that some attitudes, values, and types of behavior are seen more frequently among in-migrants than among other children, teachers must be fully aware of the wide variation among in-migrants and of the degree to which they share characteristics with other children.

The teacher has to know the background of in-migrant children so that he may understand them better. Such insight is essential because so many teachers, coming from a different social background, are almost wholly unfamiliar with the kind of life their pupils live. They are, therefore, in no position to understand why their pupils react as they do or to find ways of inspiring them to do better.

It is erroneous to assume that these youngsters are all *culturally handicapped*. It would sometimes be more accurate to say that they are *culturally different*. It is hard to convince a proud Puerto Rican, for example, of his cultural deficiency. If a Puerto Rican youngster is, in truth, culturally handicapped, it is because he has not been able to become familiar with the rich cultural heritage of Puerto Ricans.

The United States will be more enriched by affirming its tradition of cultural pluralism than by accepting the concept of a standardized American culture which can be developed only by erasing every trait which distinguishes the individual from the national average.

The School's Role. The schools have to enrich the experiences of the in-migrant children, just as they have to enrich the lives of all children, by indicating how much advantage can be taken of the resources of the community in which they live. This enrichment must be accomplished, however, without the humiliating implication that an almost congenital deficiency is being corrected.

To be sure, the acculturation of the in-migrant raises questions which

are too complex to be answered by the school alone. There are matters of housing, of economics, of health, of welfare services, and so many other problems, that the school becomes only one of the major social agencies involved.

There is, however, an unique contribution that the school can make in addition to its function as a socializing agent working in cooperation with other governmental and private agencies. The major function of the school is to educate its students, a goal so important in itself that any school which educates in-migrants well is filling a paramount need.

In addition, the school can be the one place where all children find security in a stable environment; where they get the encouragement that comes from living in an emotionally healthful climate which stimulates personal development; where they have first-hand contact with enlightened and sympathetic adults who are ready to accept and respect them as individuals; where the questions asked by adults are designed to help rather than to cross-examine or intimidate; and where the errors made by the children and their parents are viewed as opportunities for improvement rather than punishable offenses.

The school can either play a major role in helping these children and their parents see the infinite possibilities for advancement which education opens up to them; or it can reinforce the feeling some of them have that compulsory education is an unreasonable government requirement that stands between them and what they want to do.

For the past few years, the superintendents and the boards of education of most of the largest cities in the United States have been working in cooperation with the Research Council of the Great Cities Program for School Improvement* to solve some of the more pressing problems of urban education. Many promising experiments are under way and more are being planned. Because numerous reports on these efforts are available, we shall not give here an account of the findings and conclusions drawn from them.

It is clear, however, that even the most imaginative superintendent and the most cooperative board of education cannot solve the problems of urban education until the schools get an adequate supply of skilled and understanding teachers, and then make optimum use of these teachers' abilities. All children need good teachers, but the in-migrant children need good teachers desperately, for most of these youngsters do not have access to the kind of family and community resources which can compensate in some measure for any inadequacies in the educational opportunities offered by the schools.

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*The Great Cities Program for School Improvement includes Baltimore, Boston, Buffalo, Chicago, Cleveland, Detroit, Houston, Milwaukee, Los Angeles, New York, Philadelphia, Pittsburgh, St. Louis, and Washington, D.C.

The existing condition requires more than the continuance of present practices or the introduction of the half-way measures that are sometimes suggested as devices for getting new teachers quickly. Our existing practices and these half-way measures have proved inadequate or ineffective – otherwise the shortage would have been ended by now.

We must reexamine what we are doing, continuing to encourage what is good and correcting what is weak; but we must also explore the possibilities of change in both the schools and the universities if America's large cities are to get the much needed teachers.

What can we do in addition to expanding and improving our present programs?

1. Using Laboratory Schools and Affiliated Schools as Laboratories for Urban Teacher Education

Those teacher education institutions concerned with urban education should establish laboratory schools which are truly places to experiment with methods of educating in-migrants and other students. At the same time, these institutions should seek answers to the perennial questions of what to teach, how to teach it, and to whom.

Those who draw the analogy between teaching and medicine as professions often refer to the laboratory school as being similar to the teaching hospital attached to a medical school; but there is a world of difference between the laboratory school and the teaching hospital. Except where a teaching hospital also serves as a community hospital or provides emergency service for people in the area, the teaching hospital rarely sees simple medical cases. Instead, it reserves its facilities for those whose ailments are so complex or so unusual that they challenge the professors and the students to perfect their methods of diagnosis and treatment. The usual laboratory school, however, tends to avoid the difficult. In all too many instances, the laboratory school is filled with children of the university faculty and by a selected few from the community at large. The laboratory school is not likely to have many in-migrant children, or to focus its attention on the group of children who present the greatest challenge to education today.

Why aren't the laboratory schools being used to discover techniques by which the classroom teacher can deal with the problems presented by inadequate motivation, hostility and aggression? Why aren't these centers experimenting with promising ways of overcoming the language handicaps and the reading problems that are such formidable obstacles to learning? Why aren't the teacher education institutions focusing more of their research efforts on finding ways of dealing with the behavior

and the learning problems of in-migrants? Why are they not encouraging their psychologists to devise better ways of discovering the intellectual potential of those children for whom our standard intelligence tests have proved inadequate? In short, why aren't the laboratory schools serving as laboratories for educational experimentation rather than as demonstration schools in which we show how much can be done for model students under model circumstances?

Some universities are now shifting their emphasis from campus schools to affiliated schools, which are part of the regular school system. These schools, which have a specially selected staff and added resources, seek to discover what can be done with underprivileged children when the school has the personnel and the material resources needed. This practice must be followed much more widely before we can compare the laboratory school to the teaching hospital.

2. Pointing Teacher Education Toward Urban Teaching

Fear is the major reason why many young teachers do not accept appointments to city schools. They are afraid they will be trapped in a "blackboard jungle"; they are afraid of physical attack; they are afraid that they cannot deal with the situations they will meet in the schools; and they are afraid that they will have to spend their days being policemen rather than teachers. All too often, universities have assumed that if the college student has been well prepared to teach in a suburban school, he can function effectively in any school – an assumption that is not valid in most instances.

When prospective teachers are prepared for urban teaching and when they have engaged in carefully graduated and carefully supervised experiences in urban schools, they not only accept appointments to these schools but are successful as teachers. At the City University of New York, for example, between 75 per cent and 80 per cent of the graduates who meet the requirements for certification accept appointments to the New York City schools. Moreover, a follow-up study conducted five years after graduation revealed that the percentage of graduates who remained in teaching was just about the same for those who were teaching in schools with large percentages of in-migrant children as for those in the other city and suburban schools.

An Experiment in Staffing Urban Schools. One of the colleges of the City University of New York assumed the responsibility for helping to staff one of the most difficult junior high schools in the city. "Most difficult" was defined as the school with the highest percentage of teaching

positions not filled by permanently appointed staff members. When students were asked to volunteer for assignment to this school as student teachers, they were assured that the college would provide additional student teaching supervision, that those students who passed in the regular Board of Education examinations and who so wished would be appointed to this school, and that the college would continue to help them after they were appointed as teachers. The college also provided a special community orientation program which helped the teachers understand the children and their families. A second college conducted a similar program with elementary schools.

With both the elementary and junior high school projects, the college focused attention on these schools for as many years as was necessary to attract enough teachers. Once the percentage of fully qualified and regularly appointed teachers at these schools reached the city-wide average, the colleges shifted their attention to other schools with more serious shortages.

These prospective teachers responded so well to this approach that not only did they become successful and enthusiastic teachers in a school which had always had difficulty attracting qualified faculty members, but they became such effective recruiters for that school that the colleges were able to expand the program to include several other schools of the same sort.

One of the encouraging lessons learned from these experiments is that when students have had experience in working in such schools and have the comforting reassurance that the college is not abandoning them, they are much less reluctant to be appointed to them. They now know how much satisfaction awaits the teacher who knows that he can deal with the situations he faces and who sees with what eagerness underprivileged cildren react to a sympathetic, skilled and understanding teacher.

Successful as these projects are (and more and more students are volunteering to participate in them) it must be noted that the per student teacher cost to the college is much greater than that of conventional student teacher supervision. The increased cost may seem negligible from a long range point of view, but colleges are usually unable to maintain adequate programs without additional sources of financial support.

Teacher education institutions cannot and should not go to the other extreme of focusing all of their attention on the most difficult schools they can find. For one thing, there are teachers who can be successful in suburban schools but not in city schools; and there are teachers who are far more effective with an advanced placement class in a college

preparatory program than with a class of non-readers – and suburban children and gifted children also deserve good instruction.

When the teacher education program uses the wide array of schools in the metropolitan area as its source for illustrations and applications, the graduates are better prepared to teach in any location. If they go to a suburban school, they will be better able to help the slow learners and the reluctant learners they will find there. On the other hand, if they go to a school in a depressed area, they will already have had first-hand experience with schools in which the high percentage of college-bound students favorably influences the educational environment.

Though it is tempting to waive requirements for certification in order to staff schools that have great difficulty in attracting instructional personnel, it is the teachers in these schools who need more, rather than less, preparation; and they need this preparation before their first day of assuming full responsibility for a class. The problems which confront any new teacher on his first day will not wait for solution until the teacher has gained the knowledge, the skills and the insight he needs in order to solve them.

*The College Background of Urban Teachers.** In some respects, the preparation of the urban teacher resembles that of all other teachers. All teachers must be well-educated people capable of raising the intellectual sights of their students. Similarly, all teachers must know how to work with children and adolescents, and how to stimulate and guide learning. The prospective urban teacher needs, therefore, both carefully planned college courses and equally well-planned experiences in the schools.

Because of the complexity of urban civilization and the diversity of persons and situations with which he will have to deal, the urban teacher needs an especially rich background in both the liberal arts and in professional studies. He must have an adequate background in the behavioral sciences in order to understand the children he will teach. How can a teacher in an underprivileged area be effective unless he understands and knows enough about sociology, anthropology, and psychology to have some insight into the values and the goals of his children and their families?

Similarly, one may ask, how can a teacher with a middle income background work effectively with children in an extremely prosperous community unless he understands how different the lives of his wealthy students are from that which he himself leads? To be sure, we want teachers who are sympathetic and who are ready to accept their students as individuals, regardless of socio-economic level; but sympathy without

*See also Recommendation #3 on *Devising New Patterns of Teacher Education for Urban Schools.*

understanding may be nothing more than sentimentality, and sentimentality alone is inadequate preparation for teaching. Moreover, if such studies help the teacher understand himself better, he has the added advantage of being less likely to use the classroom as a place for solving his own emotional problems.

The urban teacher has to be a skilled practitioner since it obviously takes skill to teach children who have become discouraged about their ability to learn and who are not highly motivated by homes that are rich in intellectual resources. At the same time, he must be ready to whet and to satisfy the intellectual appetites of those who are capable of going far beyond the limits of the conventional course of study. He cannot afford to make mistakes in teaching and he must be a master of the mechanics of class management lest ineptitude lead to inattention, disorder, and chaos. Because of the wide variety of educational needs which the urban teacher must meet, he must not only know how to teach; he must also be able wisely to select what he will teach and know why he chooses it, for in making these decisions he will be under pressure from various groups.

The Selection of Appropriate Curricular Goals. There are educators who believe that a major obstacle arises from the fact that the curriculum in urban schools, planned in terms of a middle-class population, is inappropriate for a different group of students whose home background often provides little basis for comprehending what they read in their textbooks or discuss in class, and whose personal ambitions may not lie along academic lines.

It has been suggested, for example, that more time be spent with the basic skills, that the junior and even the senior high school be viewed largely as upward extensions of the elementary school rather than as preparation for college, and that the textbook materials draw heavily on the experiences which are common among children from lower socio-economic groups who live in congested parts of the city.

On the other hand, in keeping with the spirit of the times, there is public pressure for raising academic standards as part of the toughening up process for the nation. While little can be said in defense of merely making education more difficult, it is undoubtedly true that many children are not achieving as much as they can during the years that they spend in school. Certainly among the millions of children in urban schools there are many who can accomplish more and do so in less time.

It is when we think of a large school system as dealing with all of its children that we see both positions as being defensible – and indefensible. As far as educationally handicapped in-migrant children are concerned, it is worse than futile to speak of raising the traditional standards of the elementary or secondary schools since these children

have difficulty enough reaching even the present standards, and any greater tightening of requirements will simply add to the discouragement these youngsters already feel. On the other hand, to assume that standards have to be lowered for in-migrant children and that these lowered standards should become the dominant ones for the entire school system is to rob all children of the quality of education they deserve.

While much has been said of the importance of the student's level of aspiration, we sometimes forget that the teacher's level of aspiration is at least equally important. The teacher must never forget that even when he is dealing with the least capable of in-migrant children, he has a higher goal for the child than that he remain forever the least capable in-migrant. If we treat the in-migrant youngster as one who cannot ever learn anything, it is unlikely that we shall ever teach him anything worth learning. Therefore, teachers must be able to work with a varied curriculum as they help the in-migrant child to learn and, even more important, to learn *how* to learn and to *want* to learn, so that he can move up the educational ladder as well as the socio-economic ladder.

As we make our plans for the education of the children in a big city, we must be sure to help each student develop in the way that is best for him and for society. We must stir the educational ambitions of children and their parents, but we must also make adequate provision for those youngsters who, as adults, will make their greatest contributions in areas in which college education is not essential.

3. Devising New Patterns of Teacher Education for Urban Schools

When school systems and universities see teacher education as a joint responsibility, they may be able to design new patterns of teacher education aimed specifically at the preparation of teachers for urban schools. Among the possibilities to be explored is a teacher education program planned around the use of team teaching.

Team Teaching as a Pattern for Teacher Education. It is unrealistic and uneconomical to assume that all teachers – the most expert and the least prepared, the most experienced and the least skilled – should have identical assignments. It is equally unrealistic to assume that inexperienced teachers can be assigned at random to fill vacancies in schools which present enough difficulties to challenge the most skilled and experienced.

Both aspects of the problem must be tackled together. The schools must be organized in such a way that they take maximum advantage of the varied abilities of their staff. The new faculty members must be ade-

quately prepared to deal with the problems they face and confident that they are capable of doing so. The prospective teacher needs the classroom experience he can get only in the schools; but if teaching is to be more than a skilled trade, to be mastered by serving as an apprentice, he also needs the knowledge and the insight to be gained from appropriate college courses.

If team teaching is to be used as a major pattern for the education of teachers, it must be organized with this purpose in mind. It must prepare the prospective teacher at each stage of his program to assume the responsibilities appropriate at that stage and enable him to improve his professional skills. Thus, the assignment of assistant teachers and interns should be determined primarily in terms of helping them to develop their professional skills. Similarly, the selection of the teachers who will head the team should be governed chiefly by their ability to guide beginning teachers. Because the interests of the children are of prime importance, team teaching must not jeopardize the quality of the school's educational program.

Properly used, team teaching can have many values for urban schools:

1. By pooling the resources of the schools and the universities, it can provide a steady supply of new teachers who are adequately and realistically prepared for urban teaching and who have the professional background that will enable them to accelerate the improvement of education in the big cities.

2. It may reduce the exhausting burden the classroom teacher shoulders by providing him with additional assistance. Such assistance should also lessen the emotional drain caused by the frustration a conscientious teacher feels when he cannot achieve the educational goals he sets himself.

3. Team teaching may enable urban schools to retain experienced classroom teachers by opening avenues of promotion that do not lead them away from the classroom. There is motivational value, too, in letting experienced teachers see that the insight and the skill they have gained are being recognized by the assignment of inexperienced teachers to work with them and learn from them.

When team teaching is used as a basis for the pre-service and in-service preparation of teachers, all of the members of the teaching team, except the regular classroom teachers, must be specially selected. Their teaching assignments must be formulated in terms of membership both on a school faculty and in the academic community at the affiliated university.

A Proposed Plan for Using Team Teaching to Prepare Prospective

Teachers: College juniors enrolled in an approved teacher education program who have had two years of liberal arts courses, including studies in the behavioral sciences, should be appointed to serve for one semester as a school aide and for one semester as a community service aide. As a school aide, the student is to be at a specific school for six hours a week, visiting classes and other school activities, and performing such duties as may be assigned him by the principal. As a community service aide, he will be assigned to a specific community agency which serves children and youth in the school neighborhood. Here he is to work under the direction of a staff member in a capacity such as assistant leader of a youth club. At college, he will participate in the orientation program for prospective teachers; but will spend most of his time pursuing the courses required for his degree.

College seniors who are enrolled in the teacher education program, having served as school aides and community service aides, should be appointed as assistant teachers for a full year. Assigned to a regularly appointed teacher for three hours a day, they should assist the teacher by performing such clerical and instructional tasks as are assigned them; and, as the year progresses, should assume increasing responsibility for teaching. As college students, they should participate in the seminars and classes that are planned for the assistant teachers enrolled in the program and may also take other courses toward their college degrees. Because their duties as assistant teachers include experience as student teachers for which college credit is generally given, they should receive appropriate college credit.

The college student who invests so much time in his duties as school aide, community service aids, and assistant teacher will necessarily not be able to carry the full program of college courses that will lead to a baccalaureate degree at the end of four years. The student has three courses of action open to him: he may attend summer sessions; if his college record is sufficiently good, he may be given permission to enroll in a heavier college program than is usual; or he may delay getting his degree until after he has completed the internship as described below.

Those who have served as assistant teachers should be appointed as interns, provided they are enrolled as either undergraduate or graduate students in the teacher education program at the cooperating university. As interns, they should be assigned full time to a school under the direction of the head teacher; but with the understanding that they are to have the responsibility for carrying about half of the program of a full-time teacher. As university students, they should be enrolled in the seminars planned for interns and may, if the university authorities think it appropriate, also take a limited number of courses toward the baccalaureate or graduate degree. Upon completion of the internship, they

should be appointed as regular teachers and receive a full year's experience credit for salary purposes.

The regular classroom members of the teaching team should meet the same requirements and receive the same salary as the other teachers in the school system.

The Head Teacher, who heads the team and supervises the work of its members, serves in the dual capacity of school staff and university faculty member. His selection must, therefore, be approved by both the school and the university authorities and he should be paid by both. As a member of the school staff, he should receive the salary of a regular teacher with similar qualifications and experience. As a member of the university faculty, supervising students who are serving as assistant teachers and interns, he should receive a supplementary salary from the university for that service and be required to participate in such conferences, seminars, and other activities as the university requests. The supplementary university stipend for the Head Teacher can be computed at seventy-five per cent of the present per capita cost of supervising student teachers and interns at the institution. The remaining twenty-five per cent of the cost of supervision should be retained by the university in order to enable it to supervise the work of the Head Teachers and to organize such seminars and conferences as may be necessary in order to guide the Head Teachers as they work with prospective teachers.

Even though it is customary to pay prospective teachers only when they reach the internship stage, there are many reasons why it may be desirable to pay the college juniors and the college seniors in the program. A great many college students have part-time jobs, but these are jobs which usually have little educational value and are unrelated to the student's later career. Why not encourage students to earn their money on an assignment that may be the basis for selecting their profession? The money they receive need not be considered a subsidy, for they will be rendering services for the payment received. That the payments will make it easier to recruit prospective teachers for city schools is obvious, especially since the proposed plan means that the teachers are not to receive the full salary of a teacher until after five years of preparation instead of after the more usual four years.

The merit of team teaching as a major pattern for preparing teachers for city schools does not hinge on payments to its undergraduate participants, though its appeal to students certainly will be affected. If the various participants are to be paid, the initial salary of a beginning teacher can be used as a base. Thus, the school aides and community aides may receive ten per cent of this salary; the assistant teachers can be paid at the rate of twenty per cent of the beginning teacher's salary; and interns may be given between fifty and seventy per cent of that

salary, depending upon the responsibilities they assume and the school's financial position.

This plan has been explained in detail in order to indicate one way in which team teaching can be used as a procedure for preparing teachers; but it is certainly not the only way, nor is team teaching the only new plan that can be used. Let schools and colleges work together and they will develop other patterns of teacher education which are better for them because they are specially designed to take advantage of their distinctive assets and to meet their individual needs.

4. Preparing Liberal Arts College Graduates for Urban Teaching

Experience has shown that a major source of new teachers is to be found among graduates of liberal arts colleges who have been out of school for awhile and who did not prepare themselves to teach while they were undergraduate students. There is experimental evidence which demonstrates that if these people are adequately prepared, they stay in the classroom for a longer period of time than do younger graduates, who often leave teaching soon after graduation either to bring up their own children or to enter other careers. On the other hand, liberal arts college graduates who are not well prepared for teaching in the big cities leave the classroom at a disappointingly high rate. We can gain a great many mature and capable teachers if aggressive recruiting campaigns are aimed at college graduates who are ready for a new career and if we prepare them well for urban teaching.

Many institutions conduct programs which prepare liberal arts college graduates for teaching. If the college graduate enrolls in the usual preservice teacher education program, he may be required to take courses that are inappropriate for him because they were planned for younger students who have not had the experiences he has had. The graduate, moreover, is often reluctant to extend his period of preparation over the number of semesters required of undergraduate students who are pursuing a program leading to the baccalaureate degree. A number of institutions are conducting Master of Arts in Teaching programs for college graduates, but these programs are ordinarily not focused on the needs of urban schools.

While all of these programs help relieve the situation, we still need to devise programs that will appeal to adults who have to start earning money fast, yet need considerable preparation before they are ready to teach in city schools, where they are needed most.

The first step in working with liberal arts college graduates is to

screen them for their potential as teachers in city schools. The mere fact that the adult is unhappy in his present job does not necessarily offer any promise that he will be better adjusted in a classroom. These people should be treated as what they are, namely, *prospective* teachers. They should be evaluated in terms of their present intellectual and scholastic ability, the likelihood of their being able to get along well with children and adults, their health, and their ability to speak and write effectively.

Where remediable deficiencies become apparent, an appropriate program should be undertaken before these people are permitted to teach. Thus, some of them may need to take additional courses in the field of specialization in which they were once proficient, but are now no longer ready to teach either because they have forgotten what they once knew or because the field has developed so much since they were students. If there are any who clearly seem to be unfit to become teachers, they should not be admitted to a teacher preparation program no matter how praiseworthy their academic record.

The program for college graduates should usually last two semesters, with a preparatory summer if needed to bring the subject matter competence up to date. During the first semester, the teaching recruit should take such college courses as are needed to improve his subject matter background. In addition, he should be appointed as an assistant teacher as described above and should be enrolled in special seminars offered in conjunction with his assistant teaching. Whether assistant teachers in this category will be paid depends upon the policy that is agreed upon for all other assistant teachers.

Because he has not served as a school aide, and because his service as an assistant teacher will last only one semester, the seminars planned for him will have to be different from those planned for the other assistant teachers who will serve in that capacity for a full year. Since assistant teachers will be paying the regular tuition fees for all courses taken at college, a grant to cover the tuition fees will increase the appeal of the program.

During the second semester, the teaching recruit should be appointed as an intern and should receive the same salary as the other interns. He should be required to participate in such special seminars as are arranged for interns but here, too, they will have to be different from the seminars that are organized for interns who will be serving for a full year.

Whether or not he will also be required to take other academic or professional courses will depend upon the program planned for him and upon his performance in the classroom.

At the end of the year, he will have had experience as an assistant teacher, service as an intern, the seminars that accompany his assistant

teaching and his internship, and the academic courses he needs in order to bring his subject area competence up to par. At this time, he should be ready for appointment as a regular teacher at the second step of the salary schedule.

5. Encouraging More In-Migrant Youth to Go to College to Prepare for Teaching

In the past many of America's teachers have come from the rural population and from the upward mobile members of the upper-lower and the lower-middle classes. Historically, the normal schools, the state teachers colleges, and the state colleges provided the avenues by which the bright student with little money could rise above his family's socio-economic level and enter a profession. Among the underlying causes of our teacher shortage are the decline in the size of the rural population and the increase in the number of other opportunities now open not only to the shrinking number of rural youth but also to bright and ambitious members of the lower and middle classes.

The in-migrants constitute a large potential source of teachers for urban schools if we raise their educational sights and achievements so that their percentage of college bound youth approximates that of the rest of the population, and if those who go to college are encouraged to enter teaching. Every procedure employed by the schools and the universities to provide better educational programs and more effective guidance services for in-migrants may contribute to the amelioration of the teacher shortage in urban schools.

It is to be expected that when more in-migrants and children of in-migrants enter teaching there will be more teachers who understand the background and the problems of the in-migrant school population. These teachers, by serving as living illustrations of what in-migrants can achieve by education, may increase the educational ambitions of other in-migrants who see little to be gained by going to school.

If we are to make optimum use of in-migrants as teachers, assuming that our existing and new procedures succeed in increasing the number who may wish to teach, a number of precautions should be kept in mind.

First, in-migrants who become teachers should be treated as teachers, and not as former in-migrants, and should be eligible for assignment to schools throughout the school system just as are all other teachers.

Second, while in-migrant students should get all the encouragement and help we can give them, those who are to enter teaching should meet the same standards as do all other candidates for appointment lest we fall into the trap of developing a second class faculty.

Third, as every immigrant group went through the Americanization process, some members of the group retained their identity and sympathy with their kinsmen and were eager to help more recently arrived immigrants adjust to their new social environment. Other members of the group, however, seemed to resent being reminded of their immigrant origin and tried to cut every possible tie with immigrants.

Similarly, one adult who came to a big city years ago as an in-migrant may be eager to help other in-migrants, while another former in-migrant may not wish to identify with more recent arrivals and may have little patience with in-migrants who persist in following practices which he long ago discarded. We must not assume, therefore, that every in-migrant who becomes a teacher will automatically be sympathetic and understanding as a teacher of in-migrant children.

Regardless of whether in-migrants who become teachers will teach in-migrants or not, they will help the schools serve in-migrant youngsters. If they teach in a school with many in-migrants, their contribution is obvious; and if they are assigned to other schools, they may help correct the fallacious picture which some teachers and children have of the characteristics of the in-migrant group.

6. Making Optimum Use of New Instructional Media

Teachers in the city schools are handicapped unnecessarily if they are limited to conventional teaching procedures when they face teaching situations that were unheard of when these procedures were being developed. The urban schools and the universities will have to be both daring and courageous if they are to make optimum use of such new media of instruction as educational television and programmed instructional materials. It takes daring to try out a new procedure and it takes courage to resist public pressure to jump on a band wagon before one knows where the parade is headed.

Few innovations in education have been promoted as aggressively and for as many reasons – some valid, some invalid – and few innovations have been resisted as vigorously for many reasons – some valid and some invalid. When the dust stirred up by this fight settles, we shall find that educational television and programmed instruction are neither panaceas for all educational ills nor the invention of enemies of public education. Instead, we shall treat them as what they are: usable procedures that can be helpful if employed in the right way at the right time by the right people for the right students.

These new media hold such promise of easing some of the problems of urban education that the schools must experiment in order to make

optimum use of them, and the universities must prepare the teachers if the experiments are to be successful. Teachers who use only the traditional methods of teaching have to meet almost impossible demands upon their time and energy. How can a single teacher working with a normal size class personally provide the remedial teaching that is needed, guide the more able students in advanced work, and at the same time make certain that every member of the class is so busy with productive and satisfying work that there are no disruptive disciplinary problems? When all pupils are working on their individual programmed materials, moreover, the slow child is not humiliated by having his classmates see him working with the teacher on reading materials at the second grade level instead of being at fifth grade level with the rest of the class. There is an additional advantage in the fact that the teacher who is freed from the routine presentation of routine material now has the time available for helping individual children and for doing the kind of teaching that cannot be done by programmed textbooks and teaching machines.

Similarly, educational television can be used effectively, especially in a big city where the great numbers of children involved make special television programs economically feasible. Here, too, the wide variation in the students' abilities and interests adds to the value of educational television as a way of enriching the resources that are available for each child. It also presents unique difficulties, however. A television program makes no concessions to individual differences in ability. Once the program starts, it stops for no one, not even for a child confused by what he has just seen. Educational television, therefore, can be used best when the role of the classroom teacher in a television-taught class is made a little clearer than it is at the present time.

We all know how important motivation is as a factor affecting the efficiency of learning. Both educational television and programmed instruction can whet the child's desire to learn. Obviously the television teacher, with time to prepare and with technical resources that no classroom teacher ever has, can make lessons much more interesting than many classroom teachers do. Programmed instruction, which stimulates learning by letting the child see his progress at once and by informing him immediately of the correctness or error of his response, works on the well-known psychological principle that knowledge of success is an effective incentive for learning.

Motivation, however, does not come simply from the material that is learned; it is affected in powerful yet subtle ways by the personality, the background, and the interests of the individual child. We must learn how to use the new media so that we take full advantage of the opportunities for motivation which they offer without minimizing the interest

that can be aroused *only* by a teacher who understands and sympathizes with the individual child and who can adjust to the youngster's ability to progress.

Promising though these new media are, we must also be aware of their limitations if they are to make their greatest contribution to urban education. There are some phases of schooling that can be handled at least as effectively by television as by a classroom teacher and there are some kinds of teaching that can be done as well, or better, by a programmed textbook as by a teacher. The danger arises from the possibility that if educational television and programmed instructional materials become the only means, or even the major means, of teaching, they may become the *de facto* dictators of curricular procedures. If more emphasis is placed on those phases where programming and television are successful than in areas in which they are not successful, the machine will be dictating what the curriculum should be instead of our curriculum planners' deciding what the machines are to do.

While programming does make it possible to adjust the rate of instruction, it overlooks the possibility that individual differences may be so great that they warrant changes in curriculum rather than merely in rate. Sometimes children do not merely need bigger or smaller spoons, but rather a different educational diet.

As with all new techniques, the adequate implementation of a new idea takes time. Programmed instructional material is of little use unless the programming is not only sound technically but is also educationally appropriate for the specific youngster and for the specific subject matter to be learned. At present, there are many important areas in which good programming has not yet been developed, and using poor programs is worse than not using programmed instruction.

Where teaching machines are employed, there is yet another difficulty: at the present time each machine uses only its own type of programmed material. Schools always find it advisable to examine the books put out by various publishers before adopting textbooks for general use. Thus, an elementary school may be using the arithmetic series published by one company, a reading series published by a second company, a social studies series from yet another company, etc. Once a big city has invested the tremendous sums involved in the purchase of teaching machines for its large pupil population, however, it cannot use the programmed materials prepared for other machines even when such programming is better in certain areas than is the material prepared by the company which manufactures the machines the school has purchased.

We have learned from our use of textbooks that the most successful instructional materials are often those which are prepared by teachers for their own classes. Thus, the experience chart in a reading class has

value that cannot be gained from even the best published series of reading books. Our teachers must learn, therefore, not only how to use programmed materials but also how to construct them. Not every teacher will be able to prepare a program that merits wide distribution any more than every teacher is able to prepare an experience chart that warrants publication. As schools bcome more familiar with programmed instruction, it is likely that they will use both published and teacher-made programmed material.

Fortunately, the principles of teaching that are employed when programmed materials are prepared are also the very principles which are employed in good classroom teaching. Thus, the teacher who prepares the programmed material for a specific arithmetic skill has to know the various component parts of the skill. He has to know how to analyze these parts and to arrange them in order of difficulty. He has to provide for pupil activity by having the children perform certain operations in a series of small but carefully graduated steps. He has to reinforce the learning by letting the child know at once whether he is correct. Built into a good program are appropriate methods of testing and of reviewing. Any teacher can become more competent by analyzing what he is now teaching as though he were preparing a program.

In short, educational television and programmed instruction have much to offer to the teachers in the big city as they strive to meet the many and varied problems they face daily. But this contribution can be made only when we see television and programmed instruction as ways of improving the effectiveness of the educational process. It is clear that these new media are not inexpensive. They cannot be introduced as short cuts to economy in education, if we measure economy in terms of current expenditures. They can, however, make a significant contribution to the economy of education if we measure economy in the much more important terms of how much children are gaining from their work in school. Used properly, they may yet help us solve some of our problems, but only if the schools and the teacher education institutions work together to make certain that instructors know how to use these media most effectively.

7. Fostering Greater Cooperation Between Schools and Universities

One of the least defensible of the schisms in education is that between the school systems and the universities which prepare teachers. Even though the school systems and the colleges do work together, their relationships are sometimes less than perfect. School people often feel

that current teacher education programs do not prepare students to deal with the classroom situations in urban schools, and that the universities present the city schools in such an unfavorable light that recent college graduates are unwilling to accept appointment to the city schools. On the other hand, teacher education faculties may see their responsibility as being primarily to their students and to education in general, rather than to the schools of a specific city.

This is not the kind of split which can be healed by inspirational talks. Instead, we have to increase the opportunities whereby college faculties can become ever more familiar with the city schools and develop an even greater feeling of personal commitment to the advancement of urban education. If the big cities are to get the professional staff they need, the superintendents must help the college professors become thoroughly conversant not only with the difficulties which the city schools face, but also with the professional opportunities they offer to teachers.

One way of developing this understanding is to have key people in the university teacher education program sit down with key people in the school system to discuss the problems of urban education and the related ones of teacher education. The initial meetings must be followed up by regularly scheduled conferences. To be successful, these sessions must not become part of the crowded daily schedule of busy people. They cannot be held, therefore, during the normal working day or in offices where prolonged, concentrated thought is impossible because of distracting telephone calls.

Because the best way to become familiar with a situation is actually to work in it, provision should be made for the exchange of personnel between the school system and the universities. Thus, the universities should select from among the teachers and administrators in the school system those who should be appointed to the university faculty for a semester or a year as active participants in the teacher education program, with the superintendent's permission, of course. Similarly, the school system should be encouraged to select from among the members of the teacher education faculty those who should be invited to serve the school system on either a part-time or, for awhile, a full-time basis. It is encouraging to be able to report that the City University of New York and the school systems in the metropolitan area have been using this exchange system effectively for about twenty years.

The schools have to take advantage of every opportunity to familiarize university students with the urban teacher's opportunities for finding personal and professional satisfaction in their work.

Urban schools cannot hope to change the unfavorable image they think university students have of the city schools unless the school doors are opened wide to visitors from the universities, whether they come as

observers, participants, or student teachers. For example, instead of complaining that college students use the facilities of the city schools for student teaching but then accept teaching appointments out of town, the urban schools should welcome as many student teachers as they can possibly accommodate. There is no better way of selecting prospective teachers than by seeing how these prospective teachers perform in the classroom as student teachers. Moreover, what better way is there of demonstrating to student teachers how false is the image which so many of them have of the perils and the difficulties of urban teaching than by having them spend a semester or a year in the school as a student teacher, seeing for themselves how rich the schools are not only in problems, but also in satisfactions and in services which help both teachers and children?

8. Modifying the Procedures for Appointing Teachers and Administrators to Urban Schools

In a laudable attempt to keep appointments to the school system from being regarded as part of political patronage, the big cities often use either published examinations or specially constructed tests as a basis for selecting teachers and administrators. Though the examination system has been successful as a means of insuring that merit is the only factor to be considered in the appointment of teachers and principals, it has some undesirable results. For example, the big cities are at a disadvantage when it comes to competing for new teachers if superintendents from suburban areas can make a definite offer of a job as soon as the student is graduated from college, and all that the superintendent of a big city can offer is an application for an examination.

Where principals are chosen on the basis of local competitive examinations, moreover, the examination system virtually rules out the possibility of attracting principals from other school systems who have demonstrated their ability to head a school. As a result, the principals in the big cities are drawn almost exclusively from the ranks of those who entered as teachers in that same city. Such inbreeding is always open to question. The results are even more serious when the sources for appointment as principals are limited to teachers selected by an examination process that frightens away some who might be most successful in the classroom.

The examination process is not only a selective factor, but also one that influences what people think they must do in order to be eligible for appointment or promotion. Thus, if the examination for the principalship is one that stresses items that can be tested objectively in a

written examination, it may unintentionally belittle the qualities that make for educational leadership, qualities that are not easily tested by multiple choice questions.

The following proposal is outlined in order to illustrate that a plan for selecting staff members can be devised that will both separate the schools from political patronage and actively attract the people who are needed and wanted:

As far as new teachers are concerned, all graduates of an approved teacher education program who have had their student teaching or internship experience in one of the schools in that city and who meet the requirements for certification should be regarded as eligible for appointment, provided that the application for appointment is approved by the principal of the school in which the student teaching was done and by the superintendent of the district. Such teachers should be granted a provisional appointment, valid for no more than three years. During that three year period and before they are granted a permanent appointment, their performance in the classroom should be evaluated by the officers of the school system who ordinarily conduct the examinations for teachers.

All other applications for appointment, that is, applications from those who have not done their student teaching in the schools in that city, should be filled by examination, but one that is conducted so early in the school year that college seniors can learn long before they are graduated whether or not they will be offered an appointment in the city.

Appointment as a principal should be limited to those who have served either as an assistant to principal or as principal. The examination for the principalship should consist essentially of an evaluation of the candidate's performance as an educational administrator and instructor. Provision should be made for judging the competence of administrators in out-of-town schools who are interested in joining a city school system. For all principals, there should be a reevaluation of their performance on the job by the usual examining body before tenure is granted.

Selecting the assistant principals raises other questions since there is no way of knowing which teachers in the entire school system are best suited for administrative assignments. If we limit the assistant principalships to evaluation of performance on the job by those who have filled these positions in a substitute or "acting" capacity, we have no way of making certain that those who select an acting assistant principal are making their choice solely in professional terms, uninfluenced by unjustified personal likes and dislikes.

For these reasons, the assistant principals should continue to be chosen by examination, but the examination should be of the perform-

ance rather than the verbal type. Thus, the prospective assistant principal can be asked to deal with the kinds of situations which assistant principals actually face. Some of these simulated techniques, such as the In-Basket, which have been used by universities as one of the bases for selecting students for enrollment in programs for the preparation of administrators, can be adapted for use as part of the examination process for prospective assistant principals. The use of such procedures, moreover, will indicate to prospective assistant principals what the Board of Education looks for in an assistant principal.

9. Helping the Inexperienced Urban Teacher

No matter how well prepared the newly appointed teacher may be, he is often overwhelmed when he assumes the full-time responsibilities of a regular teacher without the comforting presence of the cooperating teacher and the college supervisor. Face to face with physical aggression, with hostility, and sometimes with what he regards as vulgarity in speech and conduct, he may feel so shocked and discouraged by his inability to cope with them that he regards himself a failure and is ready to resign. That even his best planned lessons fall flat, or sometimes do not get off the floor at all, corroborates his growing conviction that he just was not meant to be a teacher.

The beginning teacher is not ready to assume all of the responsibilities of a full-time teacher in a class that has more than its quota of educational, psychological, and social problems. He needs help and it is a wise school system that provides it without making him feel inadequate. The beginning teacher needs an orientation program, but he also needs continued support and guidance for his first year or two.

The most important professors of education, if we judge importance in terms of their effect on the professional careers of the teachers, are sometimes to be found in the schools. The beginner's first principal can do much to shape his thinking. The young teacher who is told to forget everything he learned in college is not likely to look for ways of achieving everything he learned at college.

We often speak of "problem schools" when it would be more appropriate to speak of "problem principals" because the principal can do so much to change a discouraging school situation into a challenging and satisfying one. Fortunately, most principals are eager to help teachers; but all too often the principal has too little time to spend on this effort.

To a degree, the assistance which the recent appointee needs is sometimes provided by the follow-up programs conducted by the institution from which he was graduated. Sometimes, he can get much help from

the graduate program in which he is enrolled. Nevertheless, the schools themselves have a major responsibility for working with new teachers, regardless of how much the universities do for their graduates and graduate students.

10. Improving Teacher Morale in Urban Schools

Let's face it: teaching is difficult, and not only because of the problems of discipline or the pressures of clerical work, great though these may be. What makes teaching difficult is that the teacher dares try to influence how people think, how they act, even how they speak. Teaching involves far more than just telling people what to do. The teacher must get his students to understand what he has said and make it part of themselves.

The teacher faces problems unlike those which confront any other professional person. The dentist is not expected to treat the patient who does not open his mouth, and no psychiatrist can help the neurotic who will not speak to him. Yet the teacher must teach those who are eager to learn and those who see no value in anything the school has to teach. He must gain the respect of those who see education as the avenue by which they will achieve their ambitions, and he must win the respect of those who respect no one, not even themselves.

Teachers in an underprivileged area in a large city face particularly great difficulties. As college students who were majoring in an academic discipline, some of them saw secondary school teaching as a way of presenting their subject to adolescents. The English teacher, for example, is likely to feel disappointed and to think that he is not making adequate use of his college background when he finds that he is conducting classes in remedial reading rather than teaching creative writing. As the teacher learns about his pupils, he feels emotionally exhausted by his sensitive reaction to the conditions under which some of them live. He may even feel guilty that he cannot single-handedly solve all the emotional and behavior problems he encounters in his class. To make matters worse, he feels he is a failure because his students are not learning what the course or grade syllabus sets forth as the content for his class. He also feels just plain tired because the short attention span of his children and their apparent inability to work independently and without close supervision allows him very few moments of rest from one end of the day to the other.

All in all, the conscientious beginning teacher may see himself as being far from the understanding, loving and beloved, successful teacher he hoped he would be. The purely routine teacher is not troubled much by any of the various concerns which affect the conscientious and

idealistic teacher – all he knows is that he is tired at the end of the day and he is eager for a teaching assignment in any school which requires less expenditure of energy. When we realize that schools in low socio-economic areas are likely to be at some distance from the teacher's home, with considerable time spent traveling between home and school, it is easy to see why both the conscientious and the unconscientious are eager to accept appointments to other schools.

It is a common fallacy that there is no educational problem which could not be solved by money. Of course, morale is affected by the size of the teacher's salary, and the morale of city teachers is not heightened when their salaries are lower than those of teachers in the more prosperous suburban communities. But even salary increases, badly needed though they are, will not guarantee high morale.

For high morale, teachers need a feeling of achievement, of success in the task they regard as all important. It is difficult for the teacher to enjoy this feeling of achievement, however, if he is expected to raise his class to unrealistic levels and if his pupils' behavior and learning difficulties are regarded as measures of his incompetence. Teachers need professional help when they encounter serious adjustment problems in their classes. They need adequate instructional materials and assistance from administrators and supervisors. They need relief from time-consuming clerical and housekeeping chores that can be performed by others. They need good working conditions, including opportunity for a breathing spell in the course of a long and strenuous day. Above all, they want their superintendents and principals to respect them as people and treat them as fellow-professionals. No amount of lecturing on the importance of teaching means much to the young person who is treated as a hired hand by a petty bureaucrat, regardless of whether the pettiness is shown by a principal, by a supervisor or by a clerk in the superintendent's office. If we want teachers to feel that they are professionals, they must be treated as professionals.

A great deal has been said about the "dedicated teacher" – and there are many of them – but we cannot rely on the dedicated teachers any more than we can rely on the dedicated physicians. If the only physicians in practice were the dedicated ones, most of us would have been dead a long time ago.

We should honor our dedicated teachers and physicians, but the schools and the hospitals will have to rely on the capable and conscientious teachers and physicians and see that they get the conditions and the equipment they need in order to work effectively.

Dean Irving R. Melbo, of the University of Southern California at Los Angeles, has noted that though big cities are likely to have good media of mass communications by which a leader can address his fol-

lowers, there are usually no equally effective channels through which the followers can communicate with the leader. Thus, in a big city school system, a superintendent may speak with his entire staff by radio or television, but it is not nearly as easy for the teachers and principals to get to the superintendent. It is readily apparent, therefore, why so many superintendents of large school systems, and even principals of big schools, are devoting much of their time to opening up two way channels of communication in order to raise teacher morale.

11. Revising the Basis for In-Service Education

Like the members of all other professions, teachers have to keep studying as long as they practice their profession. For teachers, such continued study is essential because of the changes in subject matter content, the developments in educational procedures, and the shifts in the population of the schools. Nevertheless, many in-service programs rest on the insulting assumption that teachers will not study unless they are required to take courses, or unless their salary increases depend upon the number of course certificates they accumulate.

The first step in developing an effective program of in-service education is creating in the schools the professional climate that makes the teacher's growth possible and satisfying. Unless there is this basis for professional growth, there is no superintendent so ingenious that he can develop a pattern of in-service education that cannot be outwitted. If he requires that courses be taken, they will be taken; but he cannot order teachers to profit by them. If the only courses which are accepted are those labeled "graduate," the teachers can take a graduate course that means little to them and avoid the undergraduate or the non-credit course they need and from which they can profit because it deals with the subject matter they must teach. If he insists that his teachers work toward advanced degrees, some of them may shop around until they find an institution that has a quick and cheap degree which does not require too much work and that offers courses on convenient days, at convenient hours, and at convenient places.

Urban teaching is so demanding that in-service programs are basic to success, but these programs cannot be effective if they consist of nothing more than arbitrary requirements checked in a routine way by clerks. A skilled teacher rarely relies upon his marking book as the means of stimulating his students' intellectual growth. How many principals and superintendents would be willing to have their educational leadership measured by the number of teachers who would continue studying if the administrator dropped his in-service education requirements or stopped having his clerks examine teachers' course records?

Summary

To be sure, the schools have problems, but they also have tremendous opportunities. The in-migrants who have moved into urban centers have taken a great stride forward by uprooting themselves from surroundings that offered them little, and moving to communities that held the promise of a better life. The children of these in-migrants can become a valued national asset if they can be helped to contribute to the development of our nation; or they can create a persistent social problem that saps the strength of the community they should be enriching.

Though the school will not be the only social agency that will determine the future of these children, what happens to these children when they enroll in our schools is certain to be a most important factor. As an added benefit, schools which learn how to deal with in-migrants will also become more skillful in dealing with those children of older residents who have been unsuccessful in our schools and who enter so often into our discussions of school failure, truancy, drop-outs, and delinquency.

It is only natural that educators should be disturbed by the severity and extent of the attacks on the schools by the press and on the air. It is understandable, too, that educators should be annoyed by groundless charges and by hastily conceived proposals for changes.

The public criticism of education, though often unpleasant, is not without an encouraging aspect. Clearly, the articulate part of America wants good education and is ready for change in educational practices if necessary. Given good leadership, we now have the public interest that is essential for progress. In the United States, such public support is particularly important because it is the Boards of Education that appoint the superintendents and the teachers and approve the curricula – and Boards of Education in our country consist of laymen, not professionals.

If our educators can provide effective leadership, and if the schools and the universities cooperate in working out solutions to the problems, the public schools in our big cities should be able to recruit and retain capable teachers who, in turn, will enable in-migrants to join other school children in becoming the future builders of the nation.